CAPE DISAPPOINTMENT STATE PARK MASTER PLAN

ILWACO, WASHINGTON

DRAFT ENVIRONMENTAL IMPACT STATEMENT SUMMARY SECTION

INCLUDES FACT SHEET

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OCTOBER, 2003

A WASHINGTON STATE ENVIRONMENTAL POLICY ACT DOCUMENT

PREPARERS: WASHINGTON STATE PARKS AND RECREATION

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FACT SHEET

Proposal/Title:	Cape Disappointment Master Plan Draft Environmental Impact Statement
Description of	A long-term (20+ years) Master Plan for the operation and improvement of
Proposal:	Cape Disappointment State Park, including: a long-term boundary, land
.	classification, changes to the transportation system, improved visitor contact,
	replacement camping and overnight accommodations, Isthmus area redesign
	and improvements, identification of cultural landscapes, expanded and
	improved day use facilities, and an expanded trail system.
Description of	Two Park-wide master plan alternatives are analyzed in detail: a No Action
Alternatives:	alternative and a Proposed Action alternative.
Location:	Cape Disappointment State Park is located adjacent to the town of Ilwaco at
20000000	the southwestern tip of Washington (T9N R11W, Sections 4 and 5; T10N
	R11W Section 32; Willamette Meridian.
Tentative Date for	Summer 2004- Beyond: Phase implementation of all Master Plan elements.
Implementation:	Summer 2001 Superior in promotion of the framework of the summer of the
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Required	Master Plan, Long-Term Boundary, Land Classification Program, Multi-use
Approvals:	Trail and Bike Lanes
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Date of Issuance of	October 17, 2003
DEIS:	
Date Comments	November 17, 2003, 5:00 pm
Are Due:	
Hearing Dates,	DEIS Hearing, November 5, 2003, 1:00 pm and 7:00 pm
Times and Places:	Fort Columbia State Park Theater, Chinook, Washington
	WSPRC Commission review of Comments, December 4, 2003, 8 am
	Hyak Lodge, Hyak, Washington
Scheduled Date of	December 11, 2003
Final Action	2000.00 12, 2000
Location of Copies	Washington State Parks and Recreation Commission
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DRAFT ENVIRONMENTAL IMPACT STATEMENT SUMMARY

This abbreviated version of the Cape Disappointment State Park Master Plan Draft Environmental Impact Statement (DEIS) contains only the FACT SHEET, Summary Section, and the Table of Contents that outlines all of the elements in the full document.

Washington State Parks and Recreation Staff is providing several opportunities to hear questions and suggested changes from private individuals and interested organizations as well as federal, state, local and tribal authorities. Two public meetings have been set to discuss the Master Plan and DEIS. On Wednesday, November 5, at both 1 pm and 7 pm at the Fort Columbia State Park Theater, staff will be on hand to go over the Master Plan, discuss the impacts identified in the DEIS and dialog with all participants. A walk-through at the park will be available for persons between both meetings, starting about 3 pm at the Park office.

We also want to communicate with interested parties in other ways. If you would like to invite us to your organization's meeting, an agency discussion group, or just a collection of interested people, please contact us at the numbers below and we'd be happy to see if we can work out an acceptable schedule. We look forward to receiving your comments regarding the document during the period that ends November 16, 2003. Thank you for the time and attention to this project.

For more information or to request the full DEIS* please contact:

Doug Mackey

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*Copies of the full DEIS may be purchased for \$24.00 to cover only the printing costs.

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SUMMARY

Summary of Proposal

A Draft Environmental Impact Statement (DEIS) has been prepared by the Washington State Park and Recreation Commission (WSPRC) for the Cape Disappointment State Park Master Plan in accordance with requirements of the Washington State Environmental Policy Act (SEPA, RCW 43.21C). The DEIS is not a decision document. Its primary purpose is to disclose the environmental consequences that could occur through implementation of alternatives under consideration.

Pursuant to WAC 197-11-360, a Determination of Significance (DS) was issued by State Parks on July 11, 2003. In that DS, State Parks, as lead agency, determined that implementation of the proposed Master Plan may have a probable significant adverse impact on the environment. An environmental impact statement (EIS) is required under SEPA, RCW 43.21C.030(2)(c), when a DS is issued.

The Cape Disappointment State Park Master Plan is intended to provide long-term (20+ years) management direction for the operation and improvement of Cape Disappointment State Park in a manner that enhances high quality recreational opportunities for Park visitors while protecting critical natural and cultural resources. Key elements include:

- □ Long-term boundary
- □ Land classification program
- ☐ Changes to the existing transportation system
- ☐ Improved visitor contact
- □ Replacement camping and overnight accommodations
- □ Isthmus redesign and improvements
- □ Identification of cultural landscapes
- □ Expanded and improved day facilities
- □ Expanded trail system

Approval of the Proposed Action by WSPRC would provide programmatic or conceptual direction for management, operation and improvements to the Park. Additionally, it would provide site-specific approval for the following projects: (1) a multi-use trail from Beard's Hollow to the Isthmus along the western leg of SR 100 Loop; and (2) bicycle lanes on widened shoulders on the North Head Lighthouse Road. With the exception of these facilities, additional site-specific SEPA analysis would be required to implement proposed improvements. Separate environmental analysis and approval pursuant to the National Environmental Policy Act (NEPA, Public Law 91-190) and Council of Environmental Quality regulations (40 CFR Parts 1500-1508) will be required for Master Plan actions occurring on federal lands.

All referenced figures in this DEIS can be found at the end of the document.

Project Location

Cape Disappointment State Park (Park) is located adjacent to the town of Ilwaco at the southwestern tip of Washington (T9N R11W, Sections 4 and 5; T10N R11W, Section 32; Willamette Meridian). It is bordered by private property on the north, the Pacific Ocean on the west, the mouth of the Columbia

River on the south, and the river's Baker Bay on the southeast. The Park is part of the Long Beach Area Administrative Unit for WSPRC.

According to WSPRC real estate records, the Park is 1,882 acres in size and is comprised of land owned by several different agencies. The State of Washington, through the WSPRC, owns two sections of the Park totaling 615 acres (about one-third of the total): the northernmost area that features Beard's Hollow and North Head, and a southern segment that includes O'Neil Lake, McKenzie Head, and the accreted lands to the west. The remainder of the Park is under federal ownership but managed by the WSPRC through leases for 542 acres with the Bureau of Land Management (BLM), for 725 acres with the U.S. Army Corps of Engineers (ACOE), and for 2.4 acres with the U.S. Coast Guard (USCG), 13th District. WSPRC is responsible for managing the tidelands (lands between ordinary high water and the extreme low tide) for the State of Washington. Bedlands (lands lying eastward of the tidelands) are under the jurisdiction of the Washington Department of Natural Resources (DNR). The Park includes more than 42,000 feet of saltwater shoreline and 7,000 feet of freshwater shoreline along O'Neil Lake.

Purpose/Need

The mission of Cape Disappointment State Park is to foster outdoor recreation and education that provides enjoyment and enrichment for all and a valued legacy to future generations. It is also the Park's mission to nurture those critical landscapes that form the basis for its attraction as a destination for year-round recreational opportunities, as well as its importance as a place of outstanding natural and cultural resources. In keeping with this mission, the Master Plan is designed to accomplish the following objectives for the future of the Park:

- 1. Serve as a destination park that provides a wide variety of recreational and educational opportunities.
- 2. Expand its recognition as a nationally-significant interpretive site.
- 3. Provide a variety of high quality coastal overnight camping experiences.
- 4. Provide public access to the shoreline and Pacific Ocean.
- 5. Preserve its significant cultural and natural resources, including historic lighthouse and coastal fortification structures, diversity of habitat types and functions, and scenic qualities.
- 6. Continue to draw visitors to the Long Beach peninsula, thereby contributing to the economic vitality of the area.
- 7. Accommodate increased visitation over the next 20+ years through improved and expanded visitor facilities and interpretive opportunities.

The purpose and need for the Master Plan include the following:

☐ Respond to increasing visitation and demand for recreational opportunities.

Over the past 10 years, annual visitation at the Park has ranged from less than 500,000 to over 1.2 million persons. In the short-term (less than 5 years), visitation levels are expected to significantly increase in response to the Park's role in the upcoming bicentennial commemoration of the Lewis & Clark Voyage of Discovery. In the long term, attendance is expected to initially stabilize at a higher than historic level, then continue to grow, due both to a general increased demand for recreational activities in Washington and Oregon and to incremental increases in local population (Pacific County's population increased 11.4% in the 1990s).

☐ Provide a long-term program for facilities development.

Currently, the Park provides a relatively disjointed collection of visitor facilities (some in very poor condition) that may or may not be consistent with the types of recreation opportunities the Park could or should provide. New and improved facilities are needed to replace outmoded and deteriorating facilities, protect sensitive resources, improve the quality of visitor experiences, improve park manageability, and respond to projected recreation demand. Over the past several years, a wide variety of projects, including high-visibility private projects such as Maya Lin's Confluence Project and a Jefferson memorial, have been proposed for funding from various sources without a coordinated program for facilities development. Without a master plan, WSPRC is handicapped in assessing whether proposals for new facilities are consistent with the Park's long-range management objectives.

☐ Enhance the visitor experience through an improved entrance experience, expanded trail system, diversified transportation system, a full spectrum of interpretative facilities and programs, day use area projects, and other measures.

A wide variety of new and improved facilities and services are needed to provide a high-quality visitor experience. There is a need for an improved sense of arrival and entry, as the current entrance station is congested and undersized. The Park's trail system needs to be improved and expanded to provide safe and enjoyable access to park resources for a range of users and to connect to trail systems outside the Park, (e.g., the Discovery Trail being developed from Long Beach to Ilwaco). Transportation system improvements are needed to address serious safety and design deficiencies in the current roadway system. Among the critical transportation system issues are accommodating increasing tour bus use and improving accessibility to the Lewis & Clark Interpretive Center (LCIC), providing safe bicycle and pedestrian circulation, and resolving peak period parking congestion issues. The feasibility of a Park transit system needs to be evaluated as a means of alleviating traffic and parking congestion, minimizing the need for in-Park vehicle parking, and thereby opening up more land for recreation or resource conservation purposes. A comprehensive program of interpretive opportunities is needed to enhance visitor appreciation of the area's history and natural and cultural resources. With increasing day use visitation, both improvements to existing day use areas and the creation of new day use areas need to be assessed.

☐ Respond to impacts of beach erosion.

Coastal erosion processes threaten the Park's primary beach camping area and sewage treatment system. Some camping sites have already been affected by this process and an Ecology littoral cell model indicates that beach erosion could negatively impact up to 90 campsites by 2043 or earlier. Beach camping is a highly popular activity and options for relocation of camping facilities need to be evaluated. The existing sewage lagoon is considered out-of-date by Ecology and could be subject to failure due to saltwater intrusion. WSPRC has received funds and developed agreements with the City of Ilwaco to decommission it and replace it with new sanitary sewage improvements. While an ACOE "beach nourishment" experiment is currently underway, there is no evidence that it will successfully stem the littoral process nor is there ongoing funding to assure the security of the Park's main campground. Consequently, there is a need to identify alternative locations for up to 90 campsites, either elsewhere within the existing Park boundaries, on the Long Beach Peninsula, or both.

Meet requirements for renewals of federal land leases and respond to potential land transfers. The Park is partially located on lands owned by BLM, USCG and ACOE. The BLM lease has expired and the ACOE lease does not reflect changed Park needs. The federal agencies have indicated that a comprehensive management program is needed in order to receive new leases. At the same time, both the USCG and the ACOE are in the process of declaring some of their lands as surplus, representing an opportunity for WSPRC to expand its ownership of lands within or adjacent to the Park's boundary.

☐ Assess the need for changes in Park boundaries and land ownerships.

Land purchase or trade negotiations with adjacent landowners represent opportunities to relocate camping sites threatened by beach erosion, develop a new visitor entrance experience, and improve resource protection. The desirability/feasibility of and location of boundary expansions need to be coordinated with other Park management considerations. Strategies are also needed on long-term acquisition of private land in-holdings within the existing Park boundary. The Master Plan will provide a basis for setting a long-term Park boundary, as well as identifying which lands the agency would eventually intend to include under its management and the land uses designated for those properties.

☐ Preserve areas of high natural or cultural resource values.

Balanced against the need to accommodate increasing visitation is the need to protect and preserve the Park's significant natural and cultural resources. The adequacy of existing protection measures and the need for additional measures have not been assessed. Examples include the use of protective buffers to protect the largest coastal spruce forest in Southwest Washington and implementation of recommendations from the recently-completed *Historic Properties Condition Assessment--Coastal Defense Component*.

☐ Designate land classifications for the entire Park.

With the potential transfers of federal land ownerships, expansion of Park boundaries, new visitor facilities, and changes in recreation uses, a comprehensive land classification program needs to be part of the Master Plan.

☐ Assess enterprise opportunities.

Enterprise (commercial) activities in the Park are currently limited to a campground and boaters store operation and the LCIC store. Park personnel and visitor surveys indicate that there is a demand for expanded services. Necessary and appropriate enterprise opportunities within the Park need to be identified.

☐ *Identify funding opportunities.*

The Washington State Legislature has requested that the WSPRC generate additional revenues from Park visitors to replace reductions in general fund support. The viability of activity fees and other potential revenue sources needs to be assessed.

☐ Assess operations and maintenance needs to improve management capabilities.

An underlying objective of the Master Plan is to make it easier to manage the Park. This is especially critical with increasing visitation and declining state revenues.

Alternatives

Two Park-wide Master Plan alternatives are analyzed in detail in the EIS: a No Action alternative and a Proposed Action alternative.

Based upon issues, opportunities and constraints defined during initial phases of the planning process, a preliminary range of three Master Plan alternatives was developed and circulated for agency and public review. A preliminary staff recommendation for a Proposed Action was then circulated for review, followed by a modified Proposed Action.

The preliminary three Master Plan alternatives developed for public review were eliminated from detailed study as they represented thematic variations for improvements to Cape Disappointment State Park. The Proposed Action was developed as a "mix-and-match" of elements from all three based upon public input and an assessment of the feasibility of implementation (e.g., cost, environmental constraints). Efforts to

meet two important recreational planning objectives provided the greatest challenge in avoiding probable significant adverse impacts to the environment. Those objectives were: 1) finding replacement camping for that expected to be lost to erosion; and 2) providing safe bicycle access within the Park.

No Action Alternative

In the No Action alternative, WSPRC would continue the current operations at Cape Disappointment State Park, providing day use and overnight visitors with a range of recreational opportunities including camping, hiking, biking, scenic drives, beachcombing, boating and fishing access, wildlife observation, interpretive programs, and other activities. Over time, visitation levels would be expected to level off or even decrease, since no new facilities would be provided and up to 90 of the existing 180 beachfront campsites could be lost to beach erosion within the next 10-40 years. Improvements would be limited to those planned or underway independent of this master planning process: LCIC "people-mover", LCIC service road improvements and ADA-accessible trail, regional shuttle, Beard's Hollow overlook development, and Baker Bay boat launch improvements. Renewal of existing leases with ACOE and the USCG is assumed, as is establishment of a new lease with the BLM allowing for continued use of BLM lands for outdoor recreation.

Proposed Action

The Proposed Action is designed to meet the following objectives:

- □ Respond to coastal erosion processes that threaten the Park's primary beach camping area and sewage treatment system.
- □ Preserve areas of high natural and/or cultural resource values.
- ☐ Meet requirements for renewals of federal land leases and respond to potential land transfers by the USCG and ACOE.
- □ Provide a long-term program for facilities development.
- □ Enhance the visitor experience through an improved entrance experience, expanded trail system, enhanced transportation system, a full spectrum of interpretative facilities and programs, day use area projects, and other measures.
- ☐ Identify desired changes in Park boundaries and land ownerships.
- □ Establish land classifications for the entire Park.
- ☐ Assess operations and maintenance needs to improve management capabilities.
- ☐ Identify the environmental impacts of two project actions to improve bicycle access within the park.

The proposed Master Plan is based on an assumption that erosion will impact some of the Benson Beach accretion area, but a variety of camping and interpretive-oriented day use facilities would remain. These facilities would be supplemented by new camping and day use opportunities north of the North Jetty. New vehicular, bicycle and pedestrian circulation systems would serve camping areas, lake-based recreation in a newly connected O'Neil Lake and McKenzie Head Lagoon, North Jetty-associated recreation, and other Park destinations. The critical functions of the Natural Forest Areas would be protected, while additional access at their periphery for hikers and bikers would create a comprehensive and safe recreational trail system. The Isthmus would be transformed into a Park village, with an administrative complex, concessions, rental cabins, an expanded boat launch, and meeting facilities. The City of Ilwaco would become the prime commercial service area for the Park. Significantly increased interpretive opportunities would be developed in the North Head, McKenzie Head and Isthmus areas, including new interpretive trails and interpretive exhibit areas. Enhanced public transit service would provide access to all major Park areas. Recreational access would be designed to assure long-term

conservation of natural and cultural landscapes and features. New long-term leases with BLM and ACOE would be established.

Key Master Plan components include the following.

Long-Term Boundary

The Master Plan identifies a Long-Term Boundary that includes public and private properties, if available, that WSPRC would be interesting in owning or managing for Park purposes. Due to the uncertainties of beach erosion and development patterns in nearby parcels, land acquisition would be considered outside the mapped long-term Park boundary for the following purposes: replacement camping; a visitor Park entrance station and/or various gateway center functions; coastal forest restoration; coastal viewshed protection; public viewpoints; Park access, parking and circulation; Park administration; Park maintenance; and/or recreational trail corridors. This Long-Term Boundary is intended for policy direction only and is not intended to affect private property values, be used as an indication of a property owner's willingness to sell, or serve as a basis for making state or local government regulatory, permitting, or zoning decisions on private land holdings.

A high priority would be inclusion of certain USCG properties. The Master Plan proposes to expand the Park boundary by approximately 10 acres to include the North Head Lighthouse, Cape Disappointment Lighthouse, Deadman's Cove, and the trail/adjacent forest and bluff between the Lighthouse and LCIC. If other USCG properties are identified in the future as surplus for coastal defense and marine safety purposes, then WSPRC would consider, on a case-by-case basis, whether all or a portion of those properties have statewide or regional natural, cultural or recreational resource significance as part of any long-term boundary amendment.

Other public properties that would be included within the Long-Term Boundary include the SR 100 Loop and North Head Road. WSPRC would acquire the North Head Lighthouse Road from Pacific County. WSPRC would work with WSDOT and private property owners to create a parkway appearance for SR 100 Loop.

The Long-Term Boundary would also be expanded to include a number of private properties, if available from willing sellers. These include Realvest and Olympic Coast Mortgage properties for viewshed protection; shoreline properties north to the Seaview Ocean Beach Access for open space/views; inholdings west of SR 100 Loop for Park housing or other administrative purposes; an auto-wrecking site near central Ilwaco or another site for a Gateway Center; a six-acre private parcel across from North Head Lighthouse Road for forest restoration; the southwest corner of Discovery Heights for forest restoration; undeveloped parcels along east SR 100 Loop south of the Sahalee entrance for maintenance and enhancement of the vehicular scenic loop; and a vegetation buffer along the SR 100 Loop to create a parkway experience.

Transportation System

Key transportation system elements include both regional and intra-Park shuttle systems, additional vehicular parking, and a new campground access road.

The existing access into the Park is currently via both western and eastern loops of SR 100. The Master Plan proposes to retain this two-way access. It does call, however, for future consideration of use of the eastern SR 100 Loop for bicyclists and pedestrians, but only in a plan coordinated with the City of Ilwaco, WSDOT, USCG, and local emergency service providers to assure that there would not be unacceptable impacts on emergency services and traffic flow.

A new access road would be constructed to serve replacement camping in the Benson Beach area. It would run from the existing Benson Beach access road parallel to the North Jetty, north to the existing campground access road. The existing campground access road would be open to two-way vehicular traffic from the west to McKenzie Head (vehicle turnaround). It would be limited to bicycle, pedestrian and administrative use from McKenzie Head east to the Isthmus.

Day use parking would be increased by approximately 100%, from the current 144 spaces to 290 spaces, but dispersed to avoid large areas of impervious surfaces.

Visitor Contact

A new Gateway Center near downtown Ilwaco would be developed to serve as a transit hub (public transit, private vehicles, bicycles, and pedestrians) for a regional transit service connecting Cape Disappointment to other heritage and recreational sites, including Fort Clatsop; an orientation site, where outside orientation panels would be available for transit users; and a Park maintenance area, replacing the existing maintenance functions in the Isthmus. In the future, a larger orientation center would be developed in downtown Ilwaco and operated through partnerships with local, state and/or federal governments and/or private parties.

The existing Park entry station and administrative area in the Isthmus would be replaced with a primary visitor contact point that provides Park information and sells day use vehicle permits. Campground registration would be provided at a new Administrative Center in the Isthmus.

Camping/Overnight Accommodations

As a replacement for Benson Beach campsites that are expected to be lost to erosion, a new campground would be developed in the accreted land north of North Jetty, with 79 standard sites, five hike-in/bike-in sites, and a 40-person group camp. (See Appendix D for campground schematics.) Up to ten walk-in sites would be developed in the area between the North Jetty and the existing access road, following completion of North Jetty repairs (expected within the next 5-10 years). In total, 94 individual camping sites would be provided in this new area. These campsites would be designed to be readily removable if erosion exceeds projected rates. Facilities, roads and paved area would be designed to be semi-permanent. Tent camping, rather than RV camping, would be the focus, with no utilities provided to campsites.

Ten walk-in cabin sites would be constructed in the area directly north of the existing Benson Beach campground.

In the Isthmus, the existing 70 camping sites and cabin facilities would be replaced by 16 cabins.

The total number of camping/overnight accommodation sites currently is 252, which includes two units of lighthouse keepers housing. A conversion of a lighthouse keeper unit to a rental is expected in the next year, bringing the total number of sites to 253. The total number of new campsites and cabins for overnight accommodation would be 120, with the potential loss of sites estimated as up to 160. However, some new sites may be constructed prior to the loss of existing sites to erosion. Thus, the number of sites at the Park could be anywhere from 213 to as many as 303, if new sites were brought on-line before existing sites were lost to erosion. Over the course of the planning period, roughly the same number of sites as are present now would be expected under the Proposed Action.

<u>Isthmus Improvements</u>

Because of its role as the hub of the Park and the variety of improvements being considered, detailed site-planning was conducted for the Isthmus (Figure 5). The area would be redeveloped as a "village", with a

new Administrative Center, entry station, campground registration, visitor concessions, trail system, day use facilities and potential wetland mitigation areas.

A redesigned circulation system would funnel visitors into the Administrative Center/day use area, while accommodating through traffic to LCIC and the Coast Guard Station. Transportation system improvements would include a regional shuttle stop near the Park administrative area; intra-Park shuttle stops at the administrative area, Waikiki Beach, North Jetty and McKenzie Head; parking for shuttle stops; parking for a total of 290 vehicles, consisting of 101 boat trailer/ RV spaces, 189 standard auto spaces, and an additional 10 auto spaces at McKenzie Head, plus capacity for three tour buses.

A new 7,200-square foot Administrative Center located on the southeast edge of O'Neil Lake would provide visitor information, campground registration, meeting facilities administrative offices, and concessions. A separate entry station would provide visitor information and sell day use permits. Existing maintenance facilities would be moved outside the Park.

The existing lakefront campground would be removed and replaced with 16 cabins reflecting historic design considerations. Shoreline restoration, an accessible fishing dock and non-motorized boat access would occur on the south shore of O'Neil Lake.

The trail system would include a multi-use trail with connections north to Beard's Hollow and Ilwaco and south to LCIC, Baker Bay, North Jetty and Benson Beach camping areas. Hiking trails would also connect the Isthmus with McKenzie Head, the LCIC, and the Coastal Forest Trail.

Day use facilities would include picnic areas at O'Neil Lake, Waikiki Beach (including a reservable group picnic area), and the North Jetty. The existing amphitheater at Waikiki Beach would be relocated northeast of the main Benson Beach campground. Freshwater boating would occur on O'Neil Lake and McKenzie Head Lagoon, with improved connections between the two lakes as well as access to the new campground.

In the Baker Bay area, the existing boat launch would be expanded to two piers and three ramps, with improved geometry. Boat trailer parking would be expanded in the area of the former concession store to accommodate 48 trailers/RVs, with visual screening. A viewpoint would be developed on the waterfront with trail access from both the north and south.

An area north of the boat ramp has been tentatively identified as a Confluence Project location. The Confluence Project is a quasi public/private arts project that has secured the services of the artist Maya Lin to develop artistic and interpretive materials "suggesting a 'look back' at the Columbia River as a natural and cultural geographic feature in relationship to the Lewis and Clark expedition, and also as a suggestion of how we as a culture might approach the next 200 years in this sensitive place" (from the Confluence Project). Any development proposed under that project will be subject to separate environmental review and is not formally a part of this Master Plan. However, some of the larger scale ideas discussed with the Confluence Project have been incorporated into the Isthmus design.

Commercial visitor services in the Isthmus would provide fishing supplies, camping supplies, souvenirs, food services, canoe and kayak rentals, and interpretive materials. The feasibility would be assessed for an additional concession/book store at North Head Lighthouse serving overnight guests and day-users with lighthouse interpretation (no food service). The existing Lewis and Clark-oriented interpretive shop at LCIC would be maintained. Additional concessions serving the campgrounds/beach users could be permitted if determined to be economically feasible.

A potential wetland mitigation area(s) would be located within the Isthmus as an element of a comprehensive wetland mitigation plan to be developed in conjunction with a wetland fill permitting process.

Cultural Landscapes

Major actions emphasized in the management of Cape Disappointment's cultural resources would include: protection of prehistoric resources; ongoing maintenance to preserve the most significance of the Park's structures; management of vegetation to retain cultural landscapes, protection of key historic views and vistas; and provision of enhanced interpretive programs and materials for visitors. These efforts would help visitors understand and appreciate the four key themes that have resulted in Cape Disappointment's overall cultural landscape, called the "parent landscape": Native American, Explorers, Military, and Navigation. In addition, cultural landscapes at North Head Lighthouse Complex and North Head Coastal Fortification Complex would be protected with improved access and interpretive materials.

Day Use Facilities

Day use facilities would include both motorized and non-motorized boating facilities. As noted above, the Baker Bay boat launch would be expanded and additional boat trailer parking provided. Non-motorized boating would be available at O'Neil Lake and McKenzie Head Lagoon, which would be connected in the long term by an open water channel. In the short term, haul-out across the existing roadway would be required to access one water body from the other. Kayak/canoe launch sites would be provided near the O'Neil Lake concession area.

Picnic facilities would be provided at Pacific City, Baker Bay, McKenzie Head (summit), North Head Lighthouse, Beard's Hollow Overlook, Isthmus/O'Neil Lake, Waikiki Beach, North Jetty and West Beach. A group picnic area would be developed near Waikiki Beach.

Scenic overlooks would be developed or improved at Beard's Hollow, at LCIC, and in two locations on a new pedestrian trail running north from Beard's Hollow. A North Jetty viewing tower near the existing North Jetty parking area would offer views of both the river and ocean.

Trail System

An expanded trail system would include bicycle and hiking trail networks (Appendices F and G). Equestrian use would remain limited to the beach area north of North Head. New multi-use (hike/bike) trails would include:

- (1) Accreted area multi-use trail loop between the Isthmus, along the access road parallel to the North Jetty and then on to campgrounds and back to the Isthmus.
- (2) Multi-use trail from Beard's Hollow to the Isthmus along the western leg of SR 100 Loop. This trail would be constructed as a separated bike path (hard surface trail, 10 feet wide with one-foot shoulders) located in proximity to the SR 100 Loop. The path's alignment would generally parallel the SR 100 Loop, running in most cases within 50 feet of the roadway. The path would be designed to minimize impacts to marbled murrelet habitat. Mitigation of impacts would occur through habitat restoration elsewhere and through interpretative measures.

New bike lanes on widened shoulders along existing vehicular routes would total 1.2 miles and include:

- (1) Along North Head Lighthouse Road.
- (2) From the LCIC parking lot to the Isthmus.

The existing 6.5 miles of hiking trails would be expanded to 9.2 miles through the development of four new trail sections:

- (1) 0.35-mile connection from western SR 100 Loop to Discovery Heights across from the North Head Lighthouse Road, along the old lighthouse trail corridor.
- (2) 0.25-mile trail between North Head Lighthouse and Benson Beach campground.
- (3) 1.55-mile Bluff Trail from the Discovery Trail at the SR 100 Loop intersection northward through Beard's Hollow, with a connection back to the Discovery Trail along Seaview Dunes. A series of overlooks would be developed along the Bluff Trail.
- (4) 0.55-mile Coastal Defense Interpretive Trail from the North Head parking area up to Base End Station and around the coastal defense complex.

The existing pedestrian trail from the LCIC parking lot to Cape Disappointment Lighthouse would be improved.

Utility System Improvements

Through a separate SEPA process, WSPRC and USCG recently prepared a Phase 1 Utility Plan to improve Cape Disappointment State Park's water distribution system and build a new sewer collection system. These improvements are currently under construction and include: new water and sewer lines from Ilwaco to the Isthmus, Coast Guard Station and North Head Lighthouse. They also include two sewage pump stations. Other utility system improvements are included as part of this Master Plan and include replacement of existing water and sewer lines, revisions to two existing sewage pump stations and associated force mains, closure of the existing sewage lagoons and reclamation for maintenance and overflow parking, upgrades to the electrical service in the Park, and extension of telephone service from Benson Beach campground Pod 1 (southernmost set of campsites) to Pods 2 and 3 (Appendix H).

Land Classification System

To implement the Proposed Action, WSPRC's Land Classification System would be applied. The Park would be classified as a combination of Recreation, Resource Recreation, Heritage Natural Forest and Natural areas. The classification plan would accomplish the following (acreages approximate):

- □ Classify as Natural Areas and Natural Forest Areas those portions of the Park known or likely to support rare or sensitive native plant communities, as well as those providing important wildlife habitats. These areas include marbled murrelet habitat, most of the bluffs, and some significant wetland areas. (490 acres, Natural Forest Areas; 260 acres, Natural Areas)
- □ Classify as Recreation Areas the Isthmus, existing and future campgrounds, and other areas of intense recreational or administrative use. (200 acres)
- □ Classify as Heritage Areas the North Head Lighthouse area and Search Light Complex, McKenzie Head, and Battery Harvey Allen/LCIC/Jefferson Memorial interpretive area. (100 acres)
- □ Classify as Resource Recreation Areas the remainder of the Park including ocean beaches, much of the accreted lands, the North Jetty, and multi-use trail corridors. (980 acres)

Phasing

Phasing of facility development and resource protection measures embodied in the Master Plan would be dependent upon funding. A \$29 million phasing program is proposed: Phase 1: Those elements under construction or where funds currently exist (2003-2005), \$8.5 million; Phase 2: Those elements that have the highest priority or funding is likely (2004-2007), \$14.8 million; Phase 3: Those elements that are desirable but not critical to the functioning of the Park (2007 – beyond), \$3.4 million; and Phase 4: Those elements that respond to actions out of WSPRC control (2004 – beyond), \$2.3 million.

Permits/Approvals

A variety of federal, state and local permits, licenses and other entitlements would be required in order to implement the Proposed Action. Key permitting requirements include the following.

Required Per	mits for Master Plan	Implementation (1)
Permit Type	Issuing Agency	Area Addressed by Permit/Plan
Critical Areas Permit/	Pacific County with	Activities within Critical Areas and
Shoreline Substantial	review of SCUP by	shoreline.
Development Permit and/or	Ecology	
Shoreline Conditional Use		
Permit (SCUP) and/or Land		
Alteration and Drainage		
Ordinance Application		
Joint Aquatic Resources Permit		Activities in or near shorelines,
(JARPA)		wetlands and other waters.
 Hydrologic Project 	WDFW	
Approval	Ecology	
Section 401	DNR	
Certification		
 Aquatic Resource Use 	ACOE	
Authority	Ecology	
 Section 404 Permit 		
 NPDES Permit 		
Biological Opinion/Section 7	USFWS	Effects on federally-listed wildlife
Incidental Take Permit		species
Water Pollution Control	Ilwaco	Sewage treatment
Facilities Permit		
Air Contaminant Discharge	SW WA Clean Air	Compliance with air quality standards
Permit	Agency	
Noise Permit	Pacific County	Compliance with noise standards
Right-of-Way and Approach	WSDOT and Ilwaco	Highway redesign and access
Permits		improvements
Zoning Permits	Pacific County and	Land use changes
	Ilwaco	
Building Permits	Pacific County	All construction activities

⁽¹⁾ Includes key permits; additional permits may be required.

Additional approvals that would be required include:

- ☐ Final Environmental Impact Statement and Notice of Action -- WSPRC
- □ NEPA documentation BLM, ACOE, Coast Guard
- □ Site-specific SEPA documentation WSPRC

	SIGNIFI	CANT IMPACTS AND MITIGATION M	IEASURES
Resource	No Action	Proposed Action	Key Mitigation
Soils/ Geology	No direct impacts. Erosion would continue to threaten the primary camping area and sewage treatment system.	Impervious surfaces increased from 25 to 66 acres, increase of 175% (change from 1.5% to 3.2% of total Park area). Direct impacts from clearing and construction activities; adverse effects minimized by application of BMPs. No significant adverse	BMPs. Compliance with Pacific County ordinances.
Vegetation	Direct impacts limited to ongoing maintenance activities. No impacts to vegetation communities of conservation significance or state threatened/sensitive species. Indirect impacts to Sitka spruce forest due to lack of trail facilities at Park's north end. Continuing infestations on non-native species.	Direct impacts from clearing and construction for new/expanded facilities, resulting in conversion and fragmentation, loss of native vegetation, and soil disturbance. Impacts are limited due to minimal clearing, LCS restrictions, and restoration programs. Direct positive impacts from expansion of Long-Term Boundary and associated resource protection and restoration. Disturbance of 58 acres of vegetation for all projects. No significant adverse effects.	Minimize disturbance and removal of vegetation during construction. Revegetate disturbed areas with native vegetation immediately following construction. Avoid disturbance to state listed and threatened species and associations. Acquire additional land to reforest with Sitka spruce associations. Monitor all disturbed areas to avoid noxious weeds and eotic vegetation. Mitigate for loss of native vegetation and sensitive species through forest restoration and other measures.
Wildlife	No direct adverse or beneficial impacts. No opportunity to accommodate increase in recreational uses without impacting wildlife and sensitive habitats.	Potential adverse impacts from: (1) loss of habitat; (2) degradation (fragmentation) of habitat; (3) loss of individuals or population changes as a result of increased wildlife-vehicle collisions, clearing and grading activities associated with construction, and disturbance; (4) changes in behavior due to increased visitation (i.e., noise and human presence); and (5) potential to impact a threatened species (marbled murrelet) resulting in a "take" under ESA provisions. Potential benefits to wildlife from: (1) restoration and enhancement of wetland, shoreline, and forest habitat including habitat for marbled murrelets; (2) increased opportunities for educating the public about wildlife to promote positive wildlife-human interactions; (3) creation of a larger freshwater	Conserve and restore habitat for marbled murrelet and limit disturbance in designated habitat areas. Use public education and interpretive opportunities to influence positive human/wildlife interactions. Avoid construction activities in or near designated marbled murrelet habitat during the breeding season from April 1st to September 15th. Minimize impacts to potential breeding marbled murrelets by restricting construction activities within two hours of sunrise and sunset during the entire breeding season. Install and maintain mufflers and sound attenuation devices on all equipment and vehicles in order to minimize construction noise impacts. Clearly mark construction clearing limits to ensure that habitat alteration is minimized during construction. Locate picnic areas away from the marbled murrelet

		body (connecting O'Neil Lake and McKenzie Head Lagoon) to improve water quality and increase habitat for resident fish; (4) reduction in the creation of informal entrances and trails into the Park (and through sensitive wildlife habitat) by providing designated trails that direct the public through established corridors; (5) conservation of natural areas of the Park for wildlife habitat; and (6) resource protection and restoration opportunities associated with expansion of Long-Term Boundary.	habitat. To reduce disturbance to nesting murrelets, keep visitors on established trails and discourage visitors from cutting through marbled murrelet habitat. To reduce the attraction of scavengers/nest predators, develop and implement a Park-wide sanitation plan. Schedule projects involving heavy equipment and high decibel-producing hand-operated equipment from September through January. Avoid all construction activities within two hours of dawn and dusk during the remainder of the year. Employ modern trail construction techniques based on BMPs and the best science and technology available and affordable To avoid compacting soil around tree roots, whenever possible, route trails through non-forested areas, in natural openings in forests, or away from mature trees. Prohibit the use of motorized craft in O'Neil Lake and McKenzie Head Lagoon. Maintain the younger aged forest stand to the north of Lighthouse Keeper's Road and east of the Westwind Trail as a buffer. Retain trees and existing vegetation along coastal bluffs to minimize disturbance of cliff nesting seabirds and peregrine falcon perching/roosting trees and possible aerie sites. Prohibit the removal or modification of any suitable platform trees or any adjacent tree within the platform tree crown radius within the North Head site, unless such removal has less impact on habitat than all other trail alignment alternatives.
Hydrology	No direct impacts. Indirect wetland impacts by non-native, invasive species. Wetland area would progress toward more mature plant communities.	Direct impacts to 16.5 acres of wetlands through fill activities and to 1.5 acres of wetlands through conversion to open water corridors. New wetlands created and existing wetlands preserved and/or enhanced. No significant direct impacts to other hydrologic systems. Significant adverse effects can be mitigated.	Mitigate wetland impacts by combining preservation, enhancement and replacement opportunities. Avoid and minimize wetlands fill by developing construction plans to take advantage of the greatest amount of upland areas. Design the replacement camping to avoid the most sensitive and/or undisturbed portions of the wetland. Identify opportunities to improve native ecological

Historic/ Archeolo- gical	No direct impacts to known resources or Cape Disappointment Historic District. Potential impacts associated with normal operations and maintenance.	No impacts on known archaeological resources. Potential adverse impacts on Isthmus historic resources to be mitigated through consultation and interpretation.	functioning by vegetative planting associated with construction, and by removing non-native species from the wetlands and their buffers. Employ BMPs, Ecology storm drainage and pollution control practices, and construction techniques and materials to minimize deleterious effects on wetlands. If unrecorded archaeological deposits are found during construction or operations and maintenance, then the project will stop, and an evaluation will be conducted, in coordination with the State Office of Archaeology and Historic Preservation, that will assess the following options: impact avoidance, data recovery, site redesign, site relocation, or site hardening. A proposed mitigation plan for the project, with impact avoidance being the first priority, will be developed prior to continuation of the project. Provide interpretation of coastal defense structures in a manner that does not impact the historic integrity of those structures. Photo document and cover exposed archaeologically significant artifacts.
Cultural Landscapes	No active preservation of cultural landscapes, resulting in gradual loss of integrity.	Direct positive impacts on cultural landscapes through protection of prehistoric resources; ongoing maintenance to preserve the most significant of the Park's structures; managing vegetation to retain cultural landscapes and protect key historic views and vistas; and implementing Interpretive Master Plan.	Implement treatment actions in <i>Cultural Landscape Report</i> , including: protection of prehistoric resources; ongoing maintenance to preserve the most significant of the Park's structures; managing vegetation to retain cultural landscapes and protect key historic views and vistas; and providing interpretive programs and materials for visitors.
Scenic	Indirect adverse impacts from lack of removal or redevelopment of aging and visually degrading facilities, incomplete implementation of Interpretive Master Plan, and growth of invasive species.	Direct positive impacts from improved views and vistas (5 new viewpoints), relocation of maintenance facilities, redesign of Isthmus, use of topography and vegetation to screen parking, and restoration programs. Minor adverse impacts from additional development, particularly parking.	Design all facilities to meet architectural design guidelines. Design facilities to minimize visual impacts through screening, clustering of facilities, and siting to avoid impacts to key scenic vistas. Improve the visual appearance of parking areas through landscape setbacks, screening vegetated islands, permeable paving and other design techniques.
Air Quality	No significant adverse impacts.	Direct positive impacts through increased transit, enhanced hiking and biking, and replacement of some campsites with cabins and yurts. Direct	Comply with federal and state air quality standards. Develop a dust control plan to minimize dust from construction activities.

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		adverse impacts with short-term increase in visitation; concentration of vehicles in Isthmus and at LCIC; expanded parking; and construction, operation and maintenance of improvements. No significant adverse impacts.	Develop and promote the proposed regional and intra- Park transit services to reduce vehicle emissions.
Noise	Ongoing localized impacts from operations and maintenance.	Increase in localized impacts from operations and maintenance. Short-term impacts from construction activities.	Comply with state and local noise control regulations and standards, including those relating to times/hours of construction. Consult with federal and state regulatory agencies on seasonal construction activity restrictions to minimize effects on sensitive wildlife species. House all major equipment, e.g., backup generators, inside well-constructed buildings to reduce potential noise impacts. Design and site recreational facilities, most notably new/expanded trails, to avoid noise impacts to sensitive wildlife species and other recreational uses.
Recreation	Adverse impacts from inability to respond to increased visitation demands in at least short term; loss of beachfront camping; and crowded and overused facilities during peak periods.	Positive impacts through provision of new/expanded facilities and uses to meet increased visitation demands; reduced crowding; improved connections among Park features; reduced need for auto travel; complementary relationships with other regional recreational opportunities.	Proposed recreation improvements are intended to mitigate deficiencies in existing facilities and will be designed and sited to avoid or minimize environmental impacts.
Land/ Shoreline Use	No direct impacts. Cumulative impacts from changes in private land uses.	No significant changes in land uses or management, except for Long-Term Boundary expansion (25% increase in Park size). Increase in private land values and development pressures due to Park improvements.	Mitigation measures pertinent to land use policies and plans are addressed under a variety of other resource topics.
Transportation	Adverse impacts to bicycle and pedestrian connectivity and safety increase. Crowded parking conditions during peak periods. No roadway capacity constraints.	Positive impacts through improved circulation opportunities for all modes of transportation; redesigned circulation system in Isthmus; improved facilities and safety for pedestrians and bicyclists; expanded transit services; expanded parking. Increased traffic volumes accommodated by available roadway capacity. 100% increase in parking.	Develop a way-finding system to support the new circulation concepts in the Isthmus. Evaluate motorized and non-motorized transportation access and flow in the vicinity of the proposed Gateway Center. Design the Gateway Center with consideration to the type of uses being proposed, the parking and transportation facilities currently available to support these facilities, and the potential additional facilities that may be required to ensure that the new travel demand can be accommodated in central Ilwaco

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Public Services	Minimal increase in demand with increased visitation.	Greater increase in demand due to combination of increased visitation and expanded Park facilities/services.	As maintenance projects on Park roadways are undertaken, design these projects in the context of the Park setting and the purpose of the roadway. Ensure that sufficient physical space and facilities (e.g., bus shelters, the buses themselves, benches, transit information) are available at bus stops. Prior to significant investments in shuttle services, conduct a sufficiently detailed assessment of the ridership potential within the Park, and develop a plan that appropriately balances potential capital expenditures against potential ridership. Provide adequate water storage for fire suppression purposes. Coordinate with appropriate service providers to identify changing Park use and development patterns, and to facilitate supply of appropriate levels of police, fire protection and emergency services at each phase of development. Prior to Master Plan implementation, develop a fire suppression and prevention program. Accommodate the need for emergency vehicle access in the design of new/improved transportation facilities, including parking areas. Accommodate both inbound and outbound access for emergency vehicles on the eastern SR 100 Loop.
Socio- economics	Minimal change in current positive impacts to local economy and fiscal conditions.	Significant positive direct and indirect impacts on local, regional and state economies, fiscal conditions and quality of life. Significant fiscal benefits from \$29 million construction program. Adverse direct fiscal effects to local fiscal conditions with Long-Term Boundary expansion through removal from tax roles. Indirect positive impacts from increased land values. Direct and indirect positive impacts from replacement camping and other improvements by maintaining Park's role as popular regional destination.	Work with the WSDOT to secure adequate non-city funds to complete bicycle/pedestrian circulation facilities on that portion of the east SR 100 Loop multiuse trail within the City of Ilwaco. Work with the City of Ilwaco to locate and design a Gateway Center in Ilwaco in a manner that advances the City's land use and economic development objectives

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Energy/Envir onmental Health	Adverse long-term impact to energy demand from above-grade electrical system being in close proximity to shoreline. Adverse impacts to public health and safety from deficient water, sewer and electrical systems.	Positive fiscal impacts to WSPRC from increased visitation and expanded concessions. Opportunities for energy use reduction from shuttle services, centralization of visitor services, and improved bicycle and pedestrian facilities. Minor adverse effects on environmental health from increase in impervious surfaces, construction impacts, and ongoing maintenance activities.	Measures to minimize impacts to environmental health and energy conservation are integrated into the design and siting of Master Plan elements.
		Positive impacts to public health and safety from utility system improvements.	
Utility Systems	Ongoing deterioration of existing under-capacity systems, with potential adverse impacts to resources and human health from failures or diminished service. Potential for significant impacts to USCG with water or sewer system failures.	Minimal adverse impacts from construction of utility improvements, as construction would generally be limited to existing road prisms or developed areas. Positive impacts to water quality and public safety from providing long-term treatment and disposal of wastewater; clean and healthy drinking water; and sufficient water pressure to adequately suppress fires and save lives and property.	Proposed utility system improvements are intended to mitigate existing system deficiencies and accommodate future demand.

Cumu-	No Action Alternative	Proposed Action Alternative
lative		
Actions	For Federal Lease/Land Use Options, if no new leases are authorized and facilities removed from BLM and ACOE lands, the Park would be non-functional. Adverse impacts would include loss of beachfront camping and other recreational facilities; decline in visitation; and significant effects on the local economy. If new leases limit Park uses to accreted lands, LCIC and the Isthmus and other facilities are removed, existing trails would be non-functional and proposed multi-use trails and picnic facilities would not be constructed.	Same as No Action alternative.
	For NPS Boundary Study, impacts would include additional publicity for the Park and increased visitation to LCIC and the Cape Disappointment Trail; and increased demand for access and parking at the LCIC parking lot.	Same as No Action alternative, except that physical improvements to LCIC parking and access are proposed.
	For Utility Project, see Utility System above.	Effects from additional construction activities and new uses that would occur within areas previously affected by construction of Phase I improvements

For the Confluence Project, effects would include increased visitation to the Isthmus specifically and to the Park generally, with greater demand for parking and visitor services during peak periods. During off-peak periods, the Park and local community would benefit economically from an increase in day use visitation. Without restrictions on vehicle access to a Baker Bay project, significant adverse impacts seasonally with Baker Bay boat launch use and parking due to insufficient parking, traffic congestion, and conflicts among users.

For North Jetty Repairs, adverse impacts to Jetty and beach access if repairs not undertaken in timely manner.

For Private Land Development, adverse effects from Discovery Heights and Realvest development include: to Park visitors, especially those using a Beard's Hollow overlook, from hotel and restaurant complex above Beard's Hollow that would introduce major noise sources and adverse visual impacts into a previously undeveloped area directly adjacent to the Park; to the viewshed from the beach between Beard's Hollow and North Head; to the continued viability of marbled murrelets and their habitat in this area; to travelers on SR 100 Loop from construction activities and residential/resort development traffic; to Park users and wildlife from increased levels of dispersed recreation, especially north of North Head; to area's overall air quality due to construction activities, increased vehicular emissions, fireplaces, and maintenance operations associated with development of these properties. Positive impacts on private landowners, residents and visitors from the presence of the Park.

would include a cumulative increase in impacts to vegetation and sensitive wildlife species, most notably marbled murrelet; noise impacts; and air quality impacts, primarily from construction activities. No significant adverse effects.

Same as No Action alternative, except that concept is programmatically accommodated through improved vehicle circulation, parking, trails and other improvements.

If repairs not undertaken in timely manner, adverse impacts on new camping area north of the North Jetty, North Jetty observation tower and picnic area, relocated parking area, access road north to the Benson Beach Campground, multi-use trail alongside the Jetty, and continued use of the existing North Jetty Road. Cumulative effects of the inability to develop replacement camping be similar to those for Option 2 under Federal Lease/Land Use Options.

Same as No Action alternative.

CAPE DISAPPOINTMENT STATE PARK MASTER PLAN

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